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ABSTRACT

This paper, written as the result of a two-month study visit to Alberta during May and June, 1984, attempts to describe the broad provision for education and vocational training in the postsecondary system. The paper is organized in five sections. It begins with an overview of the educational system of Canada as a whole, including the role of the federal government and a description of education on all levels from elementary through postsecondary. The second section of the paper describes the administration of postsecondary institutions in Alberta and the legislative framework for education, while the third section describes the educational institutions established in the Province. (These institutions include universities, affiliated and non-affiliated independent colleges, technical institutes, public colleges, vocational centers, community vocational centers, community vocational consortia, and private vocational schools.) Apprenticeship and training programs are the subject of the fourth section, while the final section focuses on a discussion of issues surrounding education in Alberta. Appendixes to the report describe student funding sources. (KC)

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THE PROVISION OF POST-SECONDARY EDUCATION AND VOCATIONAL TRAINING IN THE PROVINCE OF ALBERTA, CANADA

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FOREWORD

This Paper, written as the result of a two-month study visit to Alberta during May and June, 1984, attempts to describe the broad provision for education and vocational training in the post-secondary system. It begins with an overview of the educational system of Canada as a whole, then describes the provincial organisation for administering education and training, the range of institutions established, and ends with a short evaluation of the system, identifying the principal issues. Other papers describing in detail parts of the system are:

IBN 2002 A Regional Community College in the Province of Alberta, Canada: Keyano College, Fort McMurray

IBN 2003 Alberta Vocational Centre Lac la Biche

IBN 2004 Alberta Vocational Centre Lac la Biche: A Canadian Programme Evaluation Format.

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INTRODUCTION: AN OVERVIEW OF EDUCATION IN CANADA

Under the Constitution Act of 1867, as a condition of union, sovereign powers over education were given to the provincial Legislatures. The exclusive powers were made subject to qualifications respecting the rights and privileges of denominational and minority schools in each Province, as those rights stood at the time each Province was admitted to Confederation.

In consequence, Canada has ten provincial educational systems, together with those of the Yukon and the North West Territories. Canada has no federal government office of education; in each Province a Department (or Ministry) of Education implements government policy and legislation for education. School Acts, or Education Acts, for example, create local units of administration (School Boards) under lay trustee control charged with operating elementary schools (Grades 1 through 6 or 8), and secondary schools (Grades 7 or 9 through 12).

The education systems in the different Provinces have much in common, although each also has unique features. Diversity stems in part from the traditions and aspirations of the founding settlers in each Province, and from differences in economy, geography, size of population and its ethnic origins, language, and political bias.

The Federal Government

The involvement of the Federal Government in education is limited to specific fields, but, because of its large financial resources and the growing need for a national perspective, has indirect influence on many others. Indeed, one of the current issues in Canada is the growing centralised power not only of the Provincial Governments,but also of the Federal Government.

It is directly concerned, however, with the operation of schools for Indian children through the Department of Indian Affairs and Northern Development; of the children of servicemen serving abroad and the three armed forces' colleges through the Department of Defence; and with the education of inmates of federal penitentiaries operated by the Correctional Service of Canada. The Federal Government also finances a comprehensive programme of adult occupational training and retraining and provides additional funds, tax abatements, and equalisation to assist provincial post-secondary funding.

The Federal Government also supports bilingual education (of English in Quebec and French in other Provinces) which started in 1970 and is funded with some $50m. In 1972 an additional programme was grant-funded to assist post-secondary institutions offer education in minority languages. Funds for Fellowships and Bursaries for post-secondary students are also provided.

A number of other Federal agencies are involved in education:-

(a) The Department of External Affairs implements cultural agreements with foreign countries, makes international university contacts, and provides centres for Canadian studies abroad.

(b) The Canadian International Development Agency operates and administers Canada's international assistance programmes, including training in Canada students from developing countries.

(c)/

(c) The Canadian Commission of Employment and Immigration arranges with provincial governments, private schools, and industry for occupational skill and apprenticeship training for adults. The Commission operates across Canada the National Training Act which came into effect in 1982.

There are a number of national educational organisations which seek to provide the necessary inter-provincial co-ordination:

(a) The Council of Ministers of Education, set up in 1967, is an inter-provincial educational agency established for co-ordination, information, and liaison. Its basic aims are to enable Ministers to consult on matters of common interest and to provide the means for the fullest co-operation with other provincial counterparts. These are achieved by the Council's committees and sub-committees, which consist of senior departmental officials working in the area of manpower programmes, instructional media, post-secondary education, the curriculum, and education statistics.

(b) The Association of Canadian Community Colleges, founded in 1970, is composed of representatives from local and regional college boards, staff, and students. Its primary objectives are to provide information, research, and liaison services to those groups. It is interested in the growth, development, and potential of the post-secondary community colleges and related institutions.

(c) Other concerned national associations are:-

1. Association of Universities and Colleges of Canada
2. Canadian Association for Adult Education
3. Canadian Association of School Administrators
4. Canadian Association of University Teachers
5. Canadian Education Association
6. Canadian Teachers Federation
7. The Canadian Society for the Study of Education.

Elementary and Secondary Education in Canada

There are basically two systems: "public" and "separate", the latter denominationally controlled which exists in five Provinces. (In Alberta, for example, parents pay taxes to support a system according to their religious affiliation.)

In addition to voluntary pre-school programmes there are three levels of compulsory education:

(a) Pre-school Programmes. Pre-school programmes under public control are usually called kindergartens and generally provide 1-year, pre-Grade 1 schooling for 5 year olds in all but five Provinces. (Alberta publicly funds an Early Childhood Services Programme.) There are also private kindergartens which are licensed by Government Departments of Education or Social Services, with similar licensing regulations for day-care centres, play schools, and nurseries.

(b)/

(b) Elementary Schools. These schools offer Grades 1 through 6 or 8 ages 6 to 11 or 13). The point of transition varies from Province to Province, and from Board to Board. Some Boards break up the elementary-secondary continuum into schools which group together, for example, Grades 1 through 7, then 7 through 9 (Junior High Schools), and Grades 10 through 12 as Senior High Schools.

(c) Secondary Schools. Most secondary schools are "composite" in nature offering a wide range of academic, business, and technical courses, while some larger centres have specialised technical or vocational schools or two-year "occupational schools". Certain subjects in most Provinces are designated as a compulsory core curriculum, over and above which children may select options or "electives" for other subject credits. The wide choice of electives has produced a system of individualised timetabling and of credit promotion by subject rather than a year-long Grade. This flexibility has also created a means of operating a two-term system. (By and large this flexibility does not exist in schools covering large rural areas.)

(d) Post-secondary or tertiary system. This system includes the universities, technical institutes, specialised colleges, and community colleges.

Post-secondary Education in Canada

This tertiary level is composed of two groups of institutions: degree granting institutions (universities) and non-degree granting institutions awarding their own diplomas (community colleges, technical institutes, colleges of agriculture and the arts, and hospital schools for nursing).

The Universities

Canada has 65 public, degree-granting universities, 12 of which are in federation with another university. They have developed distinctive characteristics which have evolved from the diverse geography, history, and economy of the different parts of the country. The eastern universities were originally sponsored and controlled by religious institutions and modelled on the European tradition unit secularised by provincial Charters. In the west, universities were established by provincial Charters soon after the provinces entered confederation and were modelled on the system of the land-granted colleges in the USA, leading to a strong commitment to extension programmes and community services. The four largest are the University of Toronto, the University of British Columbia, McGill University, and the University of Montreal. There were in 1983 some 400,000 full-time and 260,000 part-time students registered at university.

Community Colleges

During the late 1960s a system of post-secondary education was created which included an alternative to university. No uniform pattern pertains across the country. In British Columbia, Alberta, and Quebec, the colleges offer two years of university level studies from which students may transfer to a university. They offer as well career and vocational programmes and a/

a variety of general and continuing education studies. Elsewhere the colleges provide a comprehensive vocational and career alternative to university with a range of technical, general, and remedial studies to almost every destination other than university. The centre of the system is a flexible admission policy, and the "community" adjective denotes that the colleges are designed to meet local needs and to be within easy distance of large population centres. By 1982 there were some 196 community colleges and related institutions with an enrolment of about 280,000 students.

Technical, Vocational, and Continuing Education

Vocational education is offered in some secondary schools, trade and occupational training schools, post-secondary institutes of technology, and the community colleges. The Federal Government policy of cost-sharing with Provinces in building and equipping institutes and the administering of programmes strongly influenced the development of vocational education throughout Canada in the 1960s. Whilst provincial activities were concerned with meeting local needs, federal policy has been based on the needs of an industrialised nation for skilled workers, the provision of equality of educational opportunity, and the high cost to provincial authorities of providing adequate programmes and facilities.

In 1982 the National Training Act revised Canada's training system significantly. Under the Act a "Skills Growth Fund" was created which may be used by Provinces and non-profit training organisations to establish or expand training facilities, to develop training courses, and to cover initial operating expenses. These programmes are directed towards training workers in priority occupations and special groups, such as women, native people, and those with physical disabilities. The Canadian Occupational Projection Scheme integrates information from the federal and provincial governments and industry to produce a clearer picture of labour supply and demand so that training resources may be directed towards skills and areas where they are needed most.

Continuing education is available through a wide variety of programmes for credit, general interest, pre-employment, and retraining in a diversity of modes of attendance at centres of provision ranging from distance learning, libraries, museums, art galleries, and public sector post-secondary institutions.

Conclusion

An estimated 5,644,000 Canadians, slightly less than a quarter of the population, were enrolled in full-time education in Canada's $31.8 billion educational enterprise during 1982-1983. Of this population, elementary and secondary schools account for 4,950,000; non-university post-secondary institutions for 279,000. There were 594,000 undergraduates and 80,000 post-graduate students in universities. Well over 1 million adults were enrolled in part-time credit and non-credit courses. One out of two Canadians has obtained at least one diploma, or certificate; one in ten has a university degree, diploma or certificate. About 51% of the population thus has no formal qualifications, and out of the 3 million, post-15 age-group, at secondary level, only 20% graduate with the secondary school graduation certificate.

II/

II THE ADMINISTRATION OF POST SECONDARY INSTITUTIONS IN ALBERTA

The Province of Alberta

Alberta is one of the 10 Provinces which, together with the Yukon and North West Territories, comprise Canada. It is the fourth largest with a population of 2,340,000 and extends for 255,000 square miles, half of which is forest with a further 7,000 miles of lakes and rivers. It lies between British Columbia to the west and Saskatchewan to the east; to the north lie the Territories, and to the south, Montana in the USA. Its geography, which dictates patterns of population, varies from the Rockies in the south west, to the plains and prairies of the south and east, and the wilderness of forest and muskeg in the north.

Alberta's demography shares some of the characteristics of Canada as a whole. Most people live within 100 miles of the 49th parallel, in rural communities, and derive from varying ethnic groups (49% from the British Isles, 12% from Germany, 9% from the Ukraine, 8% from Scandinavia, 3% are Dutch, 3% Polish, 2% indigenous native, and there are growing numbers of Asians and Chinese). Two major cities, Edmonton and Calgary, contain 1,250,000 people; the remaining significant urban areas are restricted to Red Deer, Lethbridge, and, furthest north, Fort McMurray.

Second only in size to Saskatchewan, Alberta's farmland contributes $3.5b to the Province's GNP of $46b through its production of wheat, barley, flax and rape. As in most advanced countries agriculture, including stock rearing, is declining in its significance both in terms of manpower and income, employing only 8% of the working population. Alberta's principal sources of revenue today are minerals ($17b). It produces 87% of all Canada's petroleum products and holds 97% of all its reserves, either in oil wells or in the tar sands which cover the north of the Province, underlying the westward shift of economic power in Canada from the eastern Provinces where 60% of Canada's 26 million people live.

The employment pattern in Alberta also reflects that of the federation as a whole. 29% of the working population are employed in services, 18% in trade, 10% in construction, 8% in manufacturing, 8% in agriculture, and 7% in public administration. The unemployment rate has increased from 4.7% in 1976 to 7.5% during 1982-1983, and the current figure for Canada is 12.5%. Nevertheless, Alberta has an annual per capita income of $13,000 and Calgary is estimated to be the second richest city in Canada. The birth rate is dropping by about 1,000 per annum (41,000 recorded births in 1982), despite a low average age. (In Fort McMurray it is estimated to be 25.)

The British North American Act requires the Province to be governed by a Lieutenant Governor, but the principal enacting power is the Executive Council headed by a Prime Minister, together with a Cabinet which exercises its power through Standing Policy Committees. The Legislative Assembly is dominated by the Progressive Conservative Party with 75 seats. The remaining 7 seats are held by the Social Credit Party (3), the New Democratic Party (2) and independent conservative, whilst the Federal Government was, until recent elections, predominantly Liberal, holding 157 seats to the Conservatives' 103, a situation now reversed.

The/

The Legislative Framework

In addition to the legislation enpowering the Province to legislate for educational provision in Alberta, there are 9 major Acts which establish institutions, allocate to them certain powers, rights, and duties, and create their organisational and financial frameworks. They are:-

1. The Universities Act, Chapter U-5 of the Revised Statutes of Alberta, 1980 which establishes provincial universities, their chancellors, senates, Board of Governors, their relative powers and duties, staff employment agreements and associations.

2. Banff Centre Act, Chapter B-1 of the Revised Statutes of Alberta, 1980 establishing the Banff Centre for Continuing Education.

3. Technical Institutes Act, Chapter T-3.1 of the Statutes of Alberta, 1981 establishing three technical institutes.

4. The Colleges Act, Chapter C-18 of the Revised Statutes of Alberta, 1980 which establishes public colleges and regulates their governance.

5. The Students Finance Act, Chapter S-24 of the Revised Statutes of Alberta, 1980.

6. The Students Loan Guarantee Act, Chapter S-25 of the Revised Statutes of Alberta, 1980.

7. Private Vocational Schools Act, Chapter P-17 of the Revised Statutes of Alberta, 1980 which governs the licensing of private schools.

8. Education of Service Men's Children Act, Chapter E-1 of the Revised Statutes of Alberta, 1980.

9. The Alberta Heritage Scholarship Act, Chapter A-27.1 of the Revised Statutes of Alberta, 1981.

(In all cases the Labour Act does not apply to staff employed in these institutions. This means that staff are not protected by the legislation which covers other employees in the Province.)

The Alberta Department of Advanced Education and Manpower

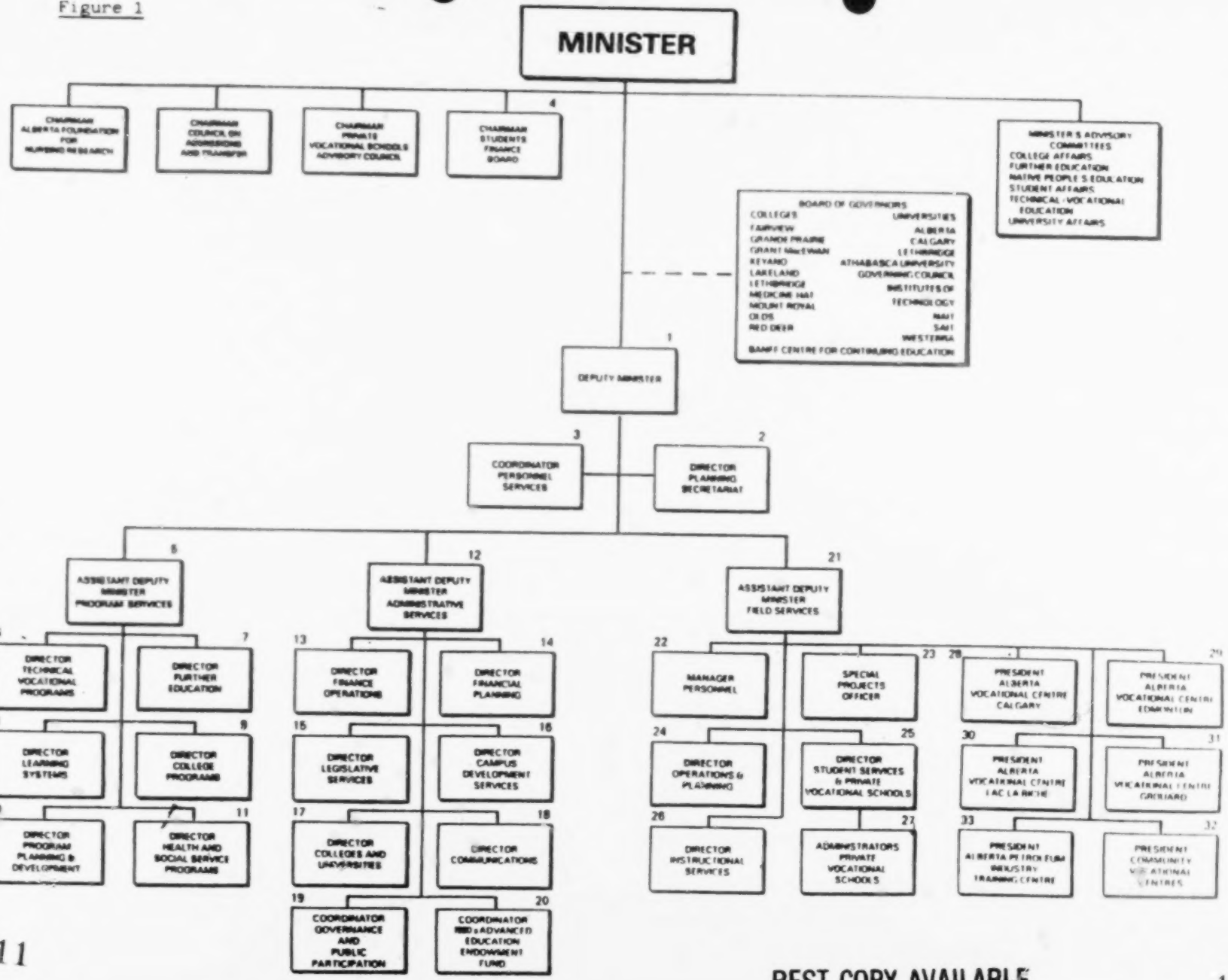
This is the Provincial Government's Department responsible for carrying out the management of post-secondary educational institutions which are provided by the various Acts.

The organisational structure of the Department is outlined in Figure 1. Broadly, the Department is headed bya Minister assisted by a Deputy Minister and three Assistant Deputy Ministers who head the three Divisions into which the Department is sub-divided; Programme Services, Administrative Services, and Field Services.

Programme/

ORGANIZATION OF ADVANCED EDUCATION

Figure 1



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Programme Services

Programme Services co-ordinate the programming provided by post-secondary institutions and is aimed at encouraging the development, delivery, and maintenance of quality programmes and services to meet present and future needs of adult Albertans. It monitors the availability of existing programmes in both higher and further education, develops guidelines for new programmes and maintaining a provincial, national, and international perspective.

There are seven Branches:

1. Programme Planning and Development is responsible for integrating, planning, development, and evaluative activities by reviewing institutional development plans, including considering the kinds of programmes needed, methods of delivery, projections of student population, facilities required, and administers the "Innovative Projects Fund" to bring about qualitative changes in courses and programmes.

2. College Programmes provides co-ordination of services to the ten public colleges, including review of course submissions, inter-institutional co-operation, and liaison with other agencies whose policy planning and implementation might affect career-oriented programmes in the college sector.

3. Degree Programmes' major concerns are with co-ordination of all degree programmes and related research, the universities' response to public needs, the operation of bilingual programmes with other Provinces, and the development of plans and policy for Alberta's involvement in international agreements.

4. Further Education provides grants to local further education councils for providing non-credit courses, leadership in adult basic literacy and special grants to support part-time educational programmes for senior citizens.

5. Health and Social Service Programmes' general mandate is to review new or revised post-secondary programmes of study in the area of helath and social services and liaison with other Provinces in health manpower planning.

6. Learning Systems provides advice on and co-ordinates the use of educational technology within the post-secondary system, develops advanced communications technologies within programmes, and reviews with the FE Branch all programme planning in which the "Alberta Educational Communications Corporation" (a radio and TV station) is involved.

7. Technical Vocational Programmes acts as a consultant and co-ordinator for technical and vocational programmes throughout the sector, administers the "Alberta Vocational Training Programmes", and the vocational rehabilitation of disabled persons project.

Administrative Services Division

This/

This division is responsible for planning, co-ordinating, and improving administrative procedures within the Department and between other Departments.

This Division has eight functional Branches:-

1. Campus Development Services provides capital needs of all agencies and service units coming under jurisdiction of the Department, for planning, monitoring, acquisition, use, disposal of capital resources, budget preparation, and liaison with Alberta Housing and Public Works and Alberta Government Services.

2. Colleges and Universities advises and assists the governing boards of post-secondary institutions, co-ordinates appointments, maintains liaison between Department, boards, senates and students' associations.

3. Communications provides information, materials, and all public relations activities.

4. Finance Operations directs, monitors and controls all financial transactions of the Department and provincially administered institutions, supplies and equipment.

5. Financial Planning assists and advises in long-range planning for all Divisions, effective budget planning and review processes, operates a management information system, prepares annual expenditure for all institutions, programmes and services.

6. Legislative Services analyses, reviews,and revises all provincial legislation concerned with adult education, manpower programmes, and services.

7. 1980s "Advanced Education Endowment Fund": under provisions of this Fund the Alberta Government will provide up to $80m during the decade to post-secondary institutions by matching contributions from private business, industry, organisations, foundations, and individual citizens. Grants are given to match donations for either operating costs and for capital purposes.

Field Services Division

The Division administers the Alberta Vocational Centres, the community Vocational Centres, the Alberta Petroleum Industry Training Centre, and the Private Vocational Schools Act. It is organised into five Branches to facilitate the delivery of instructional services to these institutions:

1. Field Operations provides support, consultation, liaison to institutional personnel for capital acquisition, budgeting, finance operations, finance planning, special project resources, contract administration.

2. Instructional Services advises and consults on programme development, staff development, programme review and evaluation, institutional development planning, and inter-institutional projects.

3. Student Service assists student personnel services within vocational centres.

4./

4. Private Vocational Schools Act Administration licenses and monitors private schools, exercises standards outlined in the Act and its regulations, assists those applying under the Act, reviews applications, assists resolving conflicts between students and schools, and general monitoring of compliance with the Act.

5. Field Services Personnel branch provides services for recruiting staff, employee relations, administration of employee records, and general personnel functions.

III THE INSTITUTIONS

Introduction: Schools

Alberta has 1,433 elementary schools, 173 secondary schools, and 23 higher education institutions.

The Province is divided into School Districts, each headed by a Superintendent to administer the public, non-sectarian school system. Schools are operated by Boards of Education whose members are elected by residents of the local municipality. All children aged between 6 and 16 must attend school, either in Roman Catholic, or in non-denominational, public system. (Where separate schools exist, parents pay taxes to one or another system according to their religious affiliation.) (Private schools must be approved by the Province and follow a curriculum approved by the Minister of Education.) There are four levels of schooling:-

(a) Early Childhood Services An optional programme for children aged 4½ to 5½ offers half-day programmes operated by School Boards or incorporated non-profit societies.

(b) Elementary Schools Children start at 5½ to 6 years-old and attend for 6 years in Grades 1 through 6.

(c) Secondary Junior High School These provide Grades 7 through 9 for children aged 11 to 16.

(d) Senior (or Composite) High School These provide Grades 10 through 12, for those aged 15 to 18 and which lead to the High School Diploma (awarded for 100 credits for specific courses in English and other subjects) which may lead to further or higher education.

Alberta runs a Correspondence School for children in isolated communities. School Boards offer general interest and Diploma courses for those aged 18 and over. Local Further Education Councils also sponsor non-credit courses in communities and are composed of representatives of various educational, business, industrial, and social interests.

Universities

Alberta has four degree-granting institutions, the University of Alberta, the University of Calgary, the University of Lethbridge, and Athabasca University. The minimum entrance requirement to a university is a High School Diploma with 60-65% average in a number of appropriate Grade 12 subjects/

subjects (English is compulsory) and with a minimum of 50% in each. (Athabasca is an exception in that there are no formal academic admission requirements.) Many Faculties have admission quotas. In Alberta the Faculty of Business, for example, has 260 students, which means that only two in three applicants are accepted and admission is based on academic standing and personal interview.

The University of Alberta

Located in Edmonton it is the oldest university, established by an Act of the first legislature in 1906 and started with 45 students. Currently there are 22,000 full-time and 4,000 part-time students, together with 2,000 academic staff and 5,500 support staff. The main campus is made up of 70 major buildings, including 31 teaching buildings, 6 residence halls (accommodating 4,000 students), two affiliated colleges (St Joseph's and St Stephen's), 3 hospitals, the Northern Alberta Jubilee Auditorium and the Alberta Research Council. The campus also contains the Provincial Laboratory for Public Health, the Population Research Laboratory, and the Agricultural and Forestry Centre.

Additional facilities linked to the wide range of degree programmes include structural and hydraulic engineering laboratories, a nuclear particle accelerator, an observatory, tropical greenhouses and botanical garden, several farms and a ranch; a coal mining research facility. The university has the Province's only degree courses in agriculture, dental hygiene, forestry, home economics, library science, pharmacy, rehabilitation medicine, computer engineering, and criminology. One Faculty, Saint-Jean, offers degrees in the arts, education, and science taught in French.

There is also a Department of Industrial and Vocational Education which offers a vocational education route to the B.Ed degree in two areas; high school specialisation in teaching skills in designated trade, business, and technical areas at Senior High School level, and in adult education for teaching in a wide variety of school and non-school settings.

The University of Calgary

Located in a park-like campus in north-west Calgary, the university has 16 Faculties offering almost 1,500 courses to approximately 18,300 full-time and part-time students. There are 1,100 academic staff.

The campus includes the Nickle Arts Museum, the Library, halls of residence for 1,000 students, the Health Sciences Centre which houses the Faculty of Medicine; the Kananaskis Centre for Environmental Research and the Rothney Astrophysical Laboratory are located outside the city.

The University of Lethbridge

Established in 1967, the university now has a full-time enrolment of 2,600 students who are pursuing degrees in six programmes - Arts and Science, Education, Fine Arts, Management, Nursing, and Music. Additionally, students may take a graduate diploma in education or one of 17 professional transfer programmes in fields such as dentistry, medicine, law, and agriculture.

The Banff Centre for Continuing Education

Started in 1933,the Centre has become a provincial professional training centre for the arts, management studies, and environmental studies.

Athabasca University

Athabasca is a home-study university. By combining an open admissions policy and year-round registration with distance education methods the university provides post-secondary educational opportunities to adults (over 18) who are unwilling or unable to attend a campus-based institution. Although most of its 6,000 students live in Alberta, the university enrols students from across Canada. Its purpose is to extend access to university-level education and training to adult Albertans and other Canadians who seek the specific benefits of an open, non-campus based university education.

More than 100 credit courses are offered in four main areas; administrative studies, natural sciences, social sciences, and humanities. There are three-year undergraduate programmes in Bachelor of Administration, Bachelor of Arts, and Bachelor of Liberal Sutdies. There are also transfer programmes to the University of Alberta's Bachelor of Science in Nursing, the Calgary Bachelor of Social Work, and post-Registered Nurse Bachelor of Nursing.

The organisation and governance of the university is unusual. It operates under a "unicameral" governance system. The University of Athabasca Governing Council incorporates and carries the full responsibilities of the traditional Albertan Senate, Board of Governors, and General Faculties Council. The Council comprises 13 public appointees; 5 professional staff, one support staff member, one student, and 3 ex-officio members (the President and two Vice Presidents). The responsibilities of a Chancellor are vested in the Chairman of Governing Council. The President is the University's chief academic and administrative officer, and a Vice President heads each of the university's three operational Divisions - Learning Services, University Services, and Finance and Facilities.

Home-study learning packages are central to most courses, but they also employ distance learning techniques such as radio, TV, teleconferencing, and satellite communications. A staff of 106 full-time and 150 part-time academic with 100 support staff produce the materials and run workshops, seminars, and tutoring sessions. The budget, $12.5m (with a further $26m spent on a new site at Lake Athabasca) comes from the Department of Advanced Education.

Affiliated Independent Colleges

There are six independent colleges affilitated with the Unviersity of Alberta.

Camrose Lutheran College, founded in 1910, is a liberal arts college and offers the first two years of a University of Alberta degree, with some 150 courses covering 15 arts programmes as well as continuing education programmes. It has 600 students. Canadian Union College, founded near Lacombe in 1907 is operated by the Seventh-Day Adventist Church and offers university transfer programmes leading to bachelor degrees in the liberal arts/

arts and science, and has a four-year Bachelor of Theology course, for 280 students. Concordia College, founded in 1921, also offers the first two-year, transferable, programmes in addition to preparatory training in preaching and teaching ministries of the Lutheran Church. The King's College is a non-denominational liberal arts college, receiving its Charter in 1979, and its two-year affiliation with Alberta in 1983. It has only 150 students. St Joseph's University College, a Catholic undergraduate college within Alberta, offers bachelor programmes in the arts or "science in the arts", together with courses in theology. St Stephen's College, founded in 1910, is an ecumenical theological college offering courses in biblical literature, and Masters and Doctorates in theology together with a certificate in theology for the laity. Courses are also available by extension and correspondence.

Non-affiliated colleges

Like the affiliated colleges, the 14 independent colleges offering post-secondary courses, are mainly concerned with theology. 10 colleges offer two or three-year certificate or diploma programmes in education, theology, church music together with their own degrees at Bachelor and Master levels. Although not affiliated to any university in Alberta, some are affiliated to universities in the USA, and transferability of credits is not always guaranteed.

Alberta College, founded in 1903 in Edmonton, offers a full range of programmes in academic upgrading, business studies, and continuing education by day and evening classes and has a Music Centre offering a music teacher programme and instrument training to some 1,500 students. It also has a Hearing Impaired Education Centre which trains some 25 students in business and life skills as well as administering other government services for the hard-of-hearing. Maskwachees Cultural College operates on two Indian Reserves with upgrading, general interest, and continuing education courses which, like the Key-Wey-Tin Bible Institute in Lac la Biche, aims at providing special provision for the needs of Indian people.

Technical Institutes

Alberta's three technical institutes offer one-year certificate and two-year diploma programmes as well as apprenticeship and continuing education programmes. Their main categories of studies are: engineering, medical science, and life resource technologies; business, commercial, and service occupations; and industrial and commercial trades.

Northern Alberta Institute of Technology (NAIT)

NAIT was officially opened in 1963 and offers training in 63 diploma/certificate and 27 apprentice programmes. Enrolment in full-time programmes is about 5,000 students, with 23,000 part-time continuing education registrations, and 11,000 apprentices receive training for periods of 6 to 12 weeks each year.

NAIT is governed by a Board of Governors as set out in the Technical Institutes Act in 1982, which changed the institute from a provincially administered college after 20 years. Headed by a Chairman, the Board has 16 members, including the President, two academic staff, two student, and one support staff representatives.

The President has beneath him three Vice-Presidents: Instruction, Finance and Administration, and Educational Support Services. The Faculty are divided into four Divisions which are in turn sub-divided into Departments, with Department Heads, each containing a number of Programme Groups administered by a Programme Head. (Figure 2 outlines the organisational structure.)

Each programme has an Advisory Committee to assist in programme design, development and review. Appointed by the President, they meet regularly to advise the President of manpower requirements, the degree to which NAIT is fulfilling the needs of employers, and assist in promoting programmes within the business and industrial sector of the community. There are 50 such Committees.

Southern Alberta Institute of Technology (SAIT)

SAIT originated in Calgary in 1916 as a pioneer in polytechnic education and has developed to its present establishment under the Technical Institutes Act by a variety of forms. It is operated and governed in a similar manner to NAIT, but specialises in aircraft-related technologies, and has affiliated to it the Alberta College of Art which offers four-year programmes to 600 full-time students in textiles, ceramics, sculpture, drawing, visual communications and photographic arts.

Full-time students at NAIT number about 6,000, with an additional 9,000 registered in apprenticeship programmes. It is also a correspondence course centre which handles 6,000 students, and has a large continuing education commitment to 25,000 registered students within the Calgary campus, and a further 5,000 in external centres.

Westerra Institute of Technology (WIT)

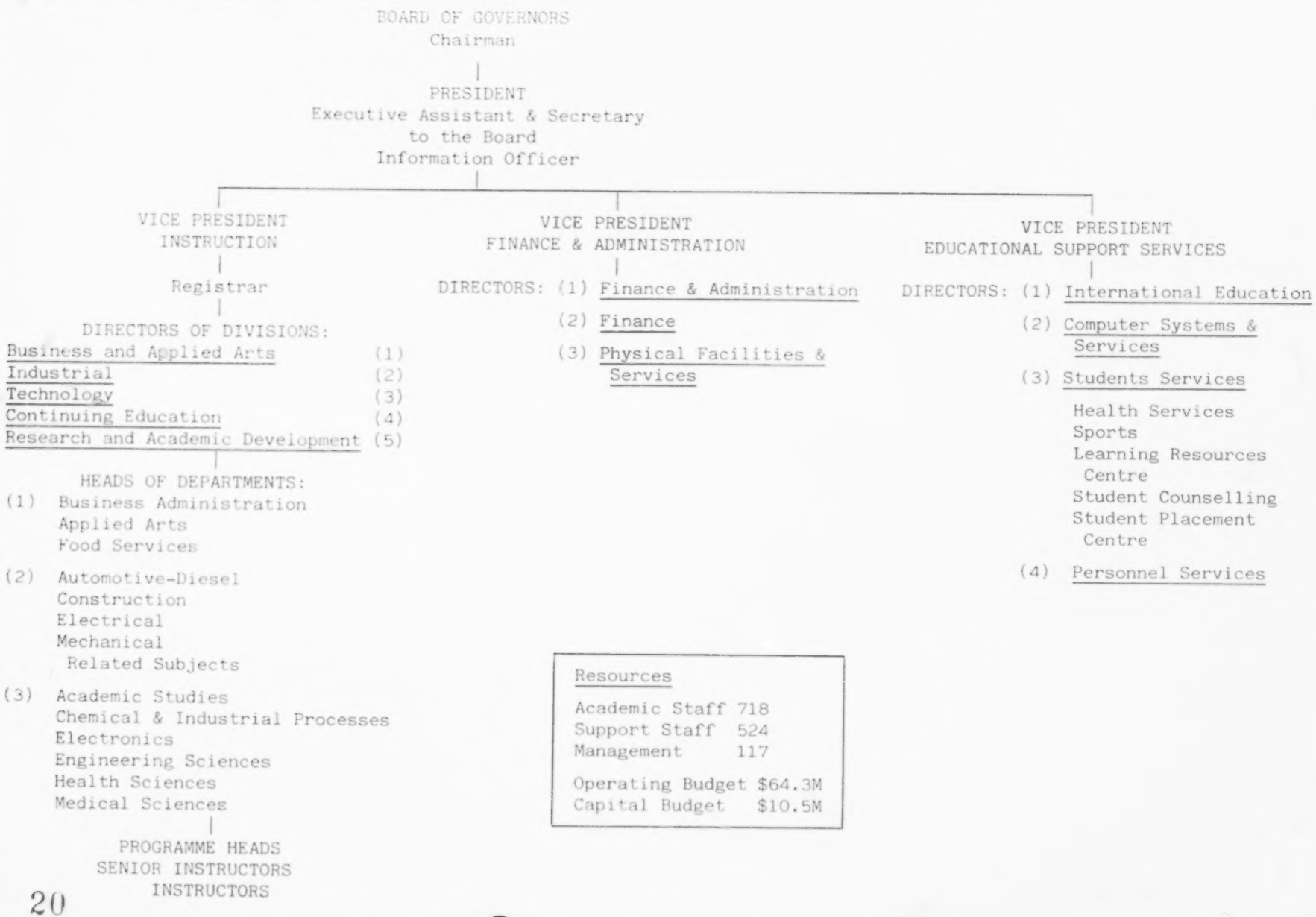
WIT is situated at Stony Plains, 30 kilometres west of Edmonton and is a new institution which took its first student at the beginning of 1983. The first building to be completed caters for 420 students in boilermaker, steel fabricator, electrician, insulator, steamfitter, water and waste water operator, printing, and graphic arts programmes. These first programmes illustrate the shift of emphasis within an Institute of Technology in Alberta. WIT is primarily concerned with preparing students for immediate employment in specific occupational fields. It will offer three types of programmes: apprenticeship, one and two-year technology programmes, and continuing education to upgrade or retrain people already in the work force. By 1986 it is hoped to achieve a student population of 3,500.

Public Colleges

There are 10 self-governing public colleges in Alberta. Their courses vary from general interest and academic upgrading to vocational training and university transfer. All are designed to respond to the needs of the communities in which they are sited, and offer to all 18+ students one-year certificate and two-year diploma programmes often designed in co-operation with local employers. Some offer two years of course work which are transferable to an Alberta university where degree requirements may be completed.

Fairview/

Figure 2: The Organisational Structure of NAIT



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Fairview College

Situated in the heart of the agricultural Peace River region, the college offers programmes in agriculture, animal health, business, pre-employment trades, turfgrass management, adult upgrading and vocational skills training for the mentally handicapped. Full apprenticeship training in 7 trades is also provided. It plays its role as a regional college by off-campus programmes and services throughout the Peace River and Mackenzie North areas in community centres. It has 700 full-time students, 600 apprentices, and 3,000 continuing education students.

Grande Prairie Regional College

The college serves large areas of North Alberta, British Columbia, and the Northwest Territories. The college offers a liberal arts university transfer programme together with one-year certificate and two-year diploma courses in administrative studies, nursing, secretarial science, early childhood development, and fine arts. 16 week technical programmes are run in the Industrial Training Centre which is situated in Grande Prairie's Industrial Park. Human development programmes are offered in areas such as job-readiness, life skills, academic upgrading, and English as a second language, as well as work with mentally handicapped students in vocational training. The Performing Arts Division provides college and university level in music, and in an isolated region, offers many cultural activities in its 500-seat theatre.

Grande Prairie began in 1974, and now has 800 full-time enrolments, with another 2,000 taking advantage of part-time and continuing education courses.

Grant McEwan Community College

The college opened in the western suburbs of Edmonton in 1971 with 450 students at two campuses and, by 1984, had developed into a college with 12,000 students and five sites spread around the city. 27 diploma courses and 17 certificate programmes are offered through day classes, continuing education, credit and general interest, Canada Manpower, and other government and special industry programmes. Courses include business accounting and administration, secretarial skills, para-legal occupations, public relations, real estate management, early childhood development, journalism, social services worker, teachers' aide, nursing and rehabilitation, travel agency work, and retailing. The college also specialises in music, dance, theatre arts, and horsemanship. The continuing education division has three Departments: Business and Professional Services (for non-credit short courses to meet local business training needs), Community and Agency Services (to work with community groups and departments and agencies of government to meet the needs of their staff development), and the Further Education Services (for general interest non-credit courses and co-operating with local Further Education Councils in the area). It also is responsible for adult development, native communications, consumer education, and residential aide programmes.

Keyano College

Keyano College is situated at Fort McMurray, 435 kilometres north of Edmonton, in a city of 35,000 people who are mostly concerned with the oil sands enterprises. There are two satellite campuses, at Ponoka and Fort Chipewyan. It/

It has some 25,000 credit and 2,400 non-credit students enrolled in a variety of long and short courses. It offers two-year university transfer programmes in Biology, Chemistry, Science, Computing, Economics, Education, Psychology, Engineering, English, French, History, Mathematics, Sociology, and Music. Keyano has a special mandate for Alberta for Heavy Industrial Training and runs short courses in operating special equipment such as crawler tractors, earthmovers, roadbuilding and surfacing equipment,heavy goods and passenger vehicle driver training. Trades programmes include apprenticeship training, pre-employment courses in cooking, carpentry, electrician, motor vehicle maintenance, welding, and plumbing. In addition it offers academic upgrading courses, business administration, clerical, early childhood development, and a growing nursing diploma programme. An extensive continuing education provision which comprises some 150 different courses meets the needs of the local community and which is co-ordinated with the High Schools programmes for community adult education.

The college began its life in the 1960s as an Alberta Vocational Centre but was designated a public college in 1975 and now consists of two modern campuses in the city with a 600-seat theatre and plans for development of a cultural centre to serve the city at a cost of $5M, half of which is being raised by the Keyano Foundation to be matched by a grant from the government.

Lakeland College

The college, situated at Lloydminster, operates in both Alberta and Saskatchewan. It is a regional college with campuses at six locations in north-east Alberta - Wainwright, Vegreville, St Paul, Bonnyville, Fort Kent, and Grand Centre. Part-time evening courses in these centres can be applied towards certificate and diploma courses. Some full-time credit courses also run in the regions. At Lloydminster there is a programme of first year university studies, and at Vermillion 475 full-time students attend courses in business, design and environmental science and technologies, applied arts, trades, and agricultural sciences. Home study credit courses are also provided for training in the pesticide, retail garden centre, and ground maintenance industries. Lakeland offers a unique annual Summer Programme in many activities which regularly attracts 500 people from across Canada.

Lethbridge Community College

It opened in 1957 as a "junior College", offering first-year university courses as well as technical and vocational training. In 1967 the new University absorbed the university transfer course work leaving the vocational-technical section to expand to a community college. It now has 1,900 full-time students enrolled in vocational, technical, upgrading, and continuing education, and the recently introduced civil engineering technology and computer sciences. Another 10,000 participate in part-time courses of various kinds.

Medicine Hat College

Established in 1965 to offer career oriented programmes, the college now emphasises its one and two-year university transfer schemes in which there is a full-time enrolment of 2,000 students, with another 8,500 involved in part-time and continuing courses. It also specialises in fine arts (ceramics, print making), music, ballet, and its facilities include a 500-seat theatre. The/

The main vocational courses are for carpentry, motor mechanics, plumbing, welding, and nursing arts. The satellite campus at Brooks offers secretarial, academic upgrading and now university transfer courses, business, and technical-vocational courses.

Mount Royal College

The college was opened in 1913 originally as a demonstration farm to illustrate modern techniques, and it continues to offer "hands on" instruction for the agricultural production and services industries. One and two-year programmes in agricultural mechanics, plant sciences, animal care, and allied business-related courses are available. Shorter courses include meat processing, farrier science, dairy farming workers, seed and grain technology, land agent and secretarial skills. Students can transfer to other colleges via the Agricultural Colleges Student Exchange Programme.

Red Deer College

The student population amounts to about 3,000 students studying first and second year university transfer courses, one and two-year certificate and diploma courses, and 11 apprenticeship programmes, and unique in Western Canada, programmes in water sprinkler installation, water well drilling, and tile setting. There is a large School of Music and a new Arts Centre is to be built. The Continuing Education Division serves the city and surrounding areas with general interest, health and human development, business, and industrial courses.

Vocational Centres

Alberta Vocational Centres are located in four areas - Calgary, Edmonton, Grouard, and Lac la Biche. They are provincially administered (i.e. through the Field Services Division of the Department of Advanced Education and Manpower) and are designed to offer short, intensive and specialised courses to adults with little or no formal qualifications. The main purpose is to help unemployed or underemployed adults to obtain marketable skills. Courses last for a week to a year and may be created at the request of industry. Students can train to become camp cooks, office workers, nursing assistants, bartenders, community health aides or building service workers.

Each Centre has a range of courses relevant to the needs of the region it serves. Thus the Centres at Grouard and Lac la Biche focus on the educational needs of northern Albertans with courses in surveying, forestry work, trapping, native arts and crafts, and job readiness and life skills studies. They also provide pre-employment and industrial programmes in welding, carpentry, and automotive mechanics. The Edmonton and Calgary Centres offer courses such as nursing assistant, business education, institutional housekeeping, book-keeping and English as a second language.

Admission varies with the programme, but it is generally based on the ability to benefit and "adult status", i.e. those who are at least 17 or have been out of school for a year or more. For students who insufficiently qualified at school, academic upgrading from Grade 1 to 12 of the school system is available. Students are placed on programmes individually at their own level and progress at their own pace.

Vocational/

Vocational counselling and testing is available, together with advice about funding courses, personal counselling, and there are always facilities for the day-care of children and, in Grouard and Lac la Biche, extensive student accommodation, and satellite Centres scattered over large areas of the surrounding region. They also carry Further Education Programmes and continuing education to students and may act in concert with other institutions, community colleges, technical institutes, and universities in providing these programmes or enabling transfer.

Community Vocational Centres

Five community vocational centres operate in 18 communities in the Lesser Slave Lake, Peace River and Athabasca regions of north-central Alberta. At various times these centres offer courses in academic upgrading, basic business training, applied basic technical skills, community leadership and service, personal development and vocational orientation experience which are related to life, education, and job needs. Academic study programmes are also available and these, and other courses, are designed, assembled, and taken as required to communities being served, together with instructors and materials. These mobile, compact courses are offered in upgrading, secretarial skills, trades training, first aid, driver training and life skills. Courses also employ local instructors in traditional crafts and skills such as trapping and hide tanning, and non-traditional trades for women, life management approaches, computer literacy and operation. These centres are funded and administered jointly by the Department and local further education councils and communities.

Five Community Consortia have also been established to provide residents of small communities with post-secondary opportunities. A consortium is an association of two or more post-secondary institutions which provides a range of courses in communities not directly served by an existing post-secondary institution. The consortia are funded by the Department, and co-ordinates the activities of the member institutions (the other post-secondary institutions) in offering credit courses. Courses may also be offered on-site by home study or by teleconference. The centres are based at Drumheller, Blairmore, Drayton Valley, Peace River, and Hinton.

Private Vocational Schools

A system of privately owned vocational schools offers an additional source of training and services to students outside the public system. There are over 100 schools registered and licensed under the Private Vocational Schools Act and are regulated by the Department of Advanced Education and Manpower who enforce the requirements of that Act and monitor standards.

Most schools specialise in a single vocation, such as hairdressing, beauty therapy, floral services, massage, modelling, and frequently provide opportunities not available in the public sector. In addition to personal services courses also cover appliance servicing, aircraft electronics and commercial pilot training, motor vehicle driver and driver instructor training, hotel management training, broadcasting, travel agency work, and specialised secretarial skills such as word processing.

IV APPRENTICESHIP AND TRAINING PROGRAMMES

Apprenticeship Scheme

Apprentices within designated trades in Alberta learn their job through observation, practice, and study while working as an employee under the supervision of a qualified tradesman. They are required to attend one of the public sector colleges or technical institutes in each period of apprenticeship to take technical training courses which vary in length from 3 to 12 weeks. Depending upon the trade, the term of apprenticeship varies in length from two to four years. During this time apprentices are indentured to an employer (i.e. bound by contract) who has agreed to enable them to work and gain experience in the trade within the limits of the employer's operation. As an employee apprentices receive between 45 and 90% of the prevailing journeyman's wage. Income support comes from the Canada Employment and Immigration Commission, a federal agency. The minimum entry age is 16, and applicants have to possess the required educational qualifications for the job, and, in certain cases, sit an entrance examination. However, it is up to would-be apprentices to find employment under indenture with a firm which has an appropriately qualified journeyman.

Planned trade training by Apprenticeship Certificateship and Trade Certification under Alberta Manpower is available in 41 of the designated 48 trades. Regional offices are situated in 10 locations throughout the Province to offer advice and work in conjunction with the 14 Alberta Career Centres which offer counselling services to explore suitable career goals, determine eligibility, and possible sources of financial assistance.

In the public sector of the post-secondary system NAIT and SAIT provide 90% of approved training for apprenticeship schemes, the remainder being provided by the regional and community colleges.

The Alberta Training Programme

This training programme is designed to assist Albertans to upgrade and develop job skills. Employers who offer such job training and skill development are eligible for wage subsidies. It acts as an incentive for firms to train High School and post-High School graduates who may lack on-the-job experience. Employers administer and supervise their projects which must be at least one week and not more than 52 weeks long. Submissions are made to Alberta Manpower Employment Development Offices who may assist employers in designing programmes.

The Programme is a response to a federal initiative of 1982 to consider the national problem of retraining, upgrading, and updating all working Canadians and the Canada Employment Programme is operated through the Ministry of Employment and Immigration. One of the more important recommendations emerging from task force studies of the unemployment and retraining problems was produced in 1983 on the efficacy of skill development leave, published "Learning a Living in Canada" (two volumes) - a report to the Minister of Employment and Immigration Canada by the Skill Development Leave Task Force".

The Alberta Green Certificate Farm Training

This programme is an apprenticeship-style training programme for those aged 18 and over who sign a training agreement with an approved trainer-farmer who is responsible/

responsible for training and certifying progress. Three levels of certification are available in any of the specialisations of beef, dairy, sheep, pig, and irrigated crop:

1. Level 1 - a competent general farm technician
2. Level 2 - a capable supervisor in farm operation
3. Level 3 - a capable farm manager.

To supplement on-the-job training short courses, workshops, seminars, or longer agricultural courses can be taken within no specified time limits.

Alberta Petroleum Industry Training Centre

The Centre was opened in 1966 especially to train people interested in the oil industry, one of Alberta's principal wealth producing activities. It was organised jointly by the Provincial Government and the Canadian Association of Oilwell Drilling Contractors and is administered by the Department of Advanced Education and Manpower. It provides three levels of training:-

1. pre-employment training
2. upgrading for people already employed
3. special upgrading and retraining for senior oil personnel.

Each course lasts for three weeks.

CONCLUSION

As in most countries, the central issues of providing post-secondary education and vocational training are reflections of the political, economic, and sociological conditions of Alberta.

The Province is undergoing, in a foreshortened version, the British experience of recession, the run-down of traditional industries, growing unemployment (especially among the under 25s), central fiscal controls with demands for accountability and value for money from the public purse, a sudden stop to a rapid expansion in both capital and operating terms, and federal government intervention by the use of national agencies with funds.

The wealth of the Province is derived principally from its petroleum industries which have suffered since 1979 varying oil prices and uncertain national fuel policies. In 1984 the extent to which the post-secondary system was to be funded, or cut, depended almost entirely on the decision to expand or limit the tarsands oil projects in the north and east. The decline of many industries created unemployment, the reduction of job opportunities for the less skilled and qualified, and the virtual disappearance of the apprentice system.

Whilst a major source of students thus diminished, the unemployment situation created a new need for students from a different sector of the market. Colleges, once technically-vocationally oriented, changed within a year and a half into primarily academic institutions with increased university transfer programmes. This created some internal dissentions and at the same time raised/

raised issues of open access and growing elitism, violating two principles underlying community and regional colleges. Ironically, the sudden growth sector stimulated ambitions of some institutions towards achieving recognition for their academic rather than vocational status. Those colleges offering university programmes are able to cut by a half the cost per student compared with those costs of specialised, technical courses. Community colleges in particular are experiencing a crisis of identity and a need to re-examine their "mission statements" (objectives) and to seek "mandates" (to provide specialisms).

Pressures are increasing on academic and continuing education resources, while investments made in technical-vocational facilities are under-used. As the demand for business, services, and information technologies and applied skills grows, colleges face the problem of keeping to a minimum the inevitable time lag between their provision and new developments. Courses for specific employment, or general pre-employment courses are having to be reappraised as federal pressures grow for development of core skills, competency based skills training, and life skills for transferability (and the need for upgrading and retraining)through direct and indirect intervention of national agencies with power to purchase parts of the system.

With shortage of funds, the Department of Advanced Education is increasing control of its administered and public institutions by zero growth budgets, rigorous analysis of base budgets, and making capital expenditure more difficult, and institutions see a loss of autonomy, a decline in quality, and a threat to the powers of Boards of Governors. Academic staff are concerned about redundancies and terms of conditions of service which are not protected by labour relations legislation and are negotiated in each college by a Staff Association with their employers, the Governors. Students are finding access to courses difficult since they have no right of access to free further and higher education and have to rely on grants, loans, or their own power to purchase qualifications in order to be socially mobile. In many cases for the less privileged, the only route is through the Vocational Centres with their limited, low-level skills training.

Universities, technical institutes, and colleges are experiencing therefore a number of changes: a changing student profile, the curriculum, in accountability, growing competititon with each other, and uncertain visions about the future. The role for community colleges in the future is particularly difficult; a number of options are available. One choice is to provide lifelong learning based on the needs of the local community, whilst another is to re-emphasise the traditional vocational, remedial, and non-credit community education.

Given the national employment condition, there is a strong pressure group advocating "residual responsibility" for youth (16 to 18 year olds). Alberta has not, as some provinces, retrenched to the extent of reviewing radically missions, but should this happen, the colleges are in a strong position to take an active role in participating with provincial policy makers in developing new missions and finance formulas, allowing the local perspective to be heard in the context of overarching provincial (and national) priorities.

Politically, Alberta is not as right-wing as British Columbia, but politicians are using familiar phrases about leanness, fitness, and in images of "weeding and tending" the educational garden. The relative seriousness of the economic situation controls the degree of commitment to developing and managing the system rather than political inclinations. By British standards the economic situation/

situation is not serious, and the cash flows and quality of facilities are to be envied. The extent of the cashflows available are demonstrated in Table 1 below.

Table 1: Operating Grants and Student Grants 1984-1985

(In $000s)

College	Total	% Distribution	% Accumulation	Grant per Student FTE 1982-1983
Grant McEwan	15,025	12.99	79.36	4,803
Fairview	6,718	5.81	68.12	8,108
Grande Prairie	8,538	7.38	110.14	7,178
Keyano	11,415	9.87	79.59	10,888
Lakeland	9,773	8.45	103.14	7,339
Lethbridge	11,918	10.3	101.79	4,487
Medicine Hat	8,570	7.41	127.8	4,127
Mount Royal	19,549	16.9	70.41	3,776
Olds	8,365	7.23	52.73	7,745
Red Deer	13,503	11.68	113.42	3,768
TOTAL	115,665	100.00	91.03	Average: $5,035

The central issue for Canada as a whole is that there is no national policy on education; the entire issue of credentials awarded through certificates diplomas and licences has not yet been approached from a national viewpoint. The mobility of the workforce to seek jobs wherever they exist necessitates that programme credentials enjoy a national stamp of approval. Throughout the system, from elementary to higher education, matching credentials is a difficult and time consuming business. It is noted that even in Alberta as a Province, this issue has not been entirely resolved. The absence of external validating bodies casts some doubt concerning the value of many programmes.

The system ensures multiple-route opportunities of access to post-secondary education and vocational training, at all ages, and in a variety of modes. There is considerable multi-ethnic immigration into the Province, and the system ensures that absorption is possible at all stages from elementary through secondary, post-secondary, and continuing education. In some areas there is a certain amount of overlapping of provision: university education is possible from the community colleges, by credit transfer from technical institutes, and credit accumulation via continuing education; specific vocational training is available at community and regional colleges, the technical institutes, and from the Vocational Centres. Whilst a purely rational approach to provision might regard such overlapping as costly each institution has a distinct ethos and, given the geography of the Province, the overlapping ensures the spread of opportunity across urban and widely scattered rural areas. At all points special access is available for under-privileged young people and adults either through Provincial or Federal arrangements. It is thus possible to enter the system at a number of points and/

and pursue various routes leading either to higher degrees or varying levels of vocational qualification. The average age of students in all institutions (e.g. 24 in Community Colleges) suggests that post-secondary provision is seen as a life-long requirement.

The legislative framework of the system ensures adequate provision, competent governance, accountability, and clear lines of responsibility. The establishment of institutions by special Acts, as for example is the case also in the Republic of Ireland, enables institutions to be created in particular forms to meet special needs as and when they arise. WIT and the University of Athabasca are two examples. As far as vocational training and apprenticeship is concerned, while there might be problems with the process of indenture (in recession employers are unwilling or unable to take on apprentices), the legislation for training in designated trades recognises the importance of such training, as in most European countries except the UK, ensuring commitment to and quality in training. Most institutions are careful to relate all their courses and programmes to career opportunities, identifying what further career prospects are opened by possession of a certificate or diploma. Moreover, the Province has established a career guidance support service offering a range of services.

The structure of the Department of Advanced Education and Manpower enables the Provincial Government to administer institutions, to guide, support, fund, monitor, and co-ordinate the whole system. Inevitably its power is derived from its access to funds, its ability to control the size of base budgets, and its access to the source of political policymaking and planning. Nevertheless, it exercises its power with care, and, in a small system, is able to operate informally as the occasion merits. It is thus more flexible and aware of needs and changes than a monolithic bureaucracy. However, it does seem to have little contact with the much larger primary and secondary system which, at times, actually competes with colleges in its own provision for continuing education. Individual institutions are thus reasonably autonomous and relations with School Boards, business, commercial, and industrial communities and the local people are dependent upon the ability of their presidents to steer a sometimes difficult middle course amongst frequently conflicting needs and values. Whilst it is clear that Vocational Centres staff are employees of the Department, it is less clear concerning the nature of the relationship between the Department and academic and support staff in other institutions. The Department is thus at times involved closely with the institutions in their governance and management, and at other times less closely, requiring the Department to exercise tact and judgement concerning the degree of controls operarated.

Within the institutions themselves can be seen a deep concern with institutional development: "mission statements", strategies to achieve them; course design, development, and review; modes of delivery; marketing; and the presence of institutional research, review, and development branches suggest an acute awareness of their roles and their desire to fulfil them as best as possible. The governing board and President are powerful factors in influencing the role and ethos of the institutions; staff participation is not as influential as in the UK since there are no provincial or national representative organisations. In times of recession and extensive cut-backs, this situation can lead to difficulties. Nevertheless, most approaches to institutional review involve the staff closely, especially at the Vocational Centres.

There are, however, a number of disadvantages in the system to be discerned. The lack of any central validating body for certificates and diplomas creates an unequal spread of value: whilst some institutions are recognised of worth (e.g./

(e.g. Keyano's heavy industrial plant programme or Grant McEwan's performing arts qualifications) others may not be so well regarded. Where programmes are validated externally, such as the nursing programmes (in that the courses lead to sitting a national examination) and in the university transfer courses, quality is evenly spread across the system. There is also a tendency to certify almost any occupation the college can imagine.

Whilst the overlapping of provision and access points in the system is useful in one sense, in another it leads to some competition and uncertainty within institutions. The system of mandating a college for a special provincial provision is one way of reducing competitive over-lapping. Since many colleges are in isolated areas they rely heavily on the community's needs. As economic conditions fluctuate so do these needs. Programmes less dependent upon the immediate economic infrastructure, e.g. academic up-grading or university transfer, are becoming the new staple product. The meeting of the two cultures in a college presents a number of problems; inner cohesion is difficult; self-identify is fragmented; there are problems of managing two strands with different objectives and strategies; transient students on short courses cut across more permanent students pursuing two-year programmes.

Whilst the 60s and 70s were clearly periods of growth with a clear mission, the 80s are already characterised as a period of identity crisis. It seems likely that some institutions, which grew from Vocational Centres to regional and community colleges may later split and spawn a form of higher education institution on the one hand, and a new Vocational Centre on the other.

Like any other educational system, post-secondary provision in Alberta is dynamic; this Report attempts to capture the system at one stage in its development.

* * * * *

APPENDIX 1

FINANCIAL ASSISTANCE FOR POST-SECONDARY STUDENTS

Student Loans

Full-time undergraduate students who are residents of Alberta and enrolled in a post-secondary institution (university, public or private college, technical institute, school of nursing, registered private vocational school and the Banff Centre for Continuing Education) in Alberta may qualify under the Canada Student Loans Act and the Alberta Students Finance Act for guaranteed loans up to a maximum of $4,300 each academic year (32 weeks). Students in graduate or professional programmes may qualify under these Acts for loans up to a maximum of $6,800 each academic year. As a general rule, Alberta's undergraduate students studying out-of-province are not eligible for provincial support.

The actual amount of the loan is calculated on the basis of need. Students are expected to contribute to the cost of their own education and, depending on circumstances, parents or spouse may also be expected to contribute.

After graduation, students may apply to the Students Finance Board for "remission", or repayment of part of the loan. Under the current policy, the Students Finance Board, if satisfied that a reasonable contribution to education has been made, may repay up to 50% of the first year's loan, 40% of the second, and 25% of any subsequent year's loan.

Alberta Educational Opportunity Equalization Grants

Grants to a maximum of $2,000 may be provided to a dependent student attending a post-secondary institution whose programme of study is not available within normal commuting distance of the parents' home. The grant is designed to help offset the additional costs incurred by students in this situation.

Supplemental Assistance Grants

Undergraduate students at a post-secondary institution who can demonstrate a need for assistance exceeding the $4,300 loan maximum for each academic year, may be eligible for a Supplemental Assistance Grant to a maximum of $2,500 each academic year. Additional grants may be available for students enrolled in a programme of study which is longer than the normal academic year.

Maintenance Grants

These grants, to a maximum of $6,000, are available to disadvantaged students who do not expect to complete their education without assistance beyond that provided under other programmes. Students considered for these grants include special-needs groups such as single parents and the disabled.

Bursaries/

Bursaries for Part-Time Students

Part-time students who are enrolled in courses, including adult further education courses approved by the Students Finance Board, may be eligible for bursaries of $300 maximum each semester. These bursaries are awarded on the basis of financial need, as determined by the Board, and are intended to cover the costs of tuition, books, babysitting and travel, if required.

Scholarships, Fellowships, Prizes, Bursaries and Grants

Student financial assistance made available by donors such as clubs, organisations, societies, foundations, associations, unions, companies or individuals is administered by the post-secondary institution to which the donation was made. Some internal institutional funding is administered in the same way. Student financial assistance which is provided by the Province of Alberta is administered by the Students Finance Board.

Although awards and scholarships are made on the basis of academic achievement and financial need, some give preference to members of a specific club, organisation, society, foundation, association, union or company. For example, the Roayl Canadian Legion offers bursaries and scholarships to ex-service persons, children of veterans or children of ex-service persons.

The scholarships, fellowships, prizes, bursaries and grants which are administered by the Students Finance Board are listed below.

Province of Alberta Scholarships

These $150 scholarships are awarded each year to university undergraduate students on the basis of academic achievement. An 80% average is required in order to qualify for these scholarships and individual applications must be submitted.

Province of Alberta Prizes

Prizes of $150 may be awarded to students registered in diploma or certificate programmes of not less than 16 weeks duration at approved post-secondary institutions. These prizes are awarded on the basis of academic excellence and a student must be recommended by the staff of the institution.

Province of Alberta Graduate Scholarships and Fellowships

Students, who are Canadian citizens or permanent residents, may be eligible for a Graduate Scholarship or Fellowship if they are enrolled in a full-time graduate degree programme at an Alberta University. The maximum scholarship is $6,800 for a full calendar-year of study and the maximum fellowship is $7,800 for a full calendar-year of study. These scholarships and fellowships are awarded on the basis of academic attainment, on the recommendation of the university.

Banff/

Banff Centre Bursaries

Bursaries to the maximum of tuition fees may be awarded to students enrolled in visual and performing arts programmes at the Banff Centre for Continuing Education. The amount of each bursary is determined by the student's financial need. Individual applications must be submitted through the Banff Centre for Continuing Education.

Ukrainian Language Development Grant

A maximum grant of $2,000 each year is available to students who are pursuing studies designed to enhance the teaching of the Ukrainian language in Alberta. To be eligible for this grant a student must be recommended by the Minister of Education or his/her delegate.

Federal-Provincial Bilingual Education Programme

There are eight different awards available to students and/or French language teachers under this programme. They include travel bursaries, summer course bursaries, teacher bursaries and teacher assistant bursaries.

Queen Elizabeth Scholarships in Canadian Studies

These Scholarships, valued at $1,000 each, are available to students enrolled in the final year of an undergraduate programme at an Alberta university. To be eligible students must be a permanent resident of Canada who is enrolled in a programme which focuses primarily or uniquely on aspects of Canadian culture or problems of significance to Canada.

Northern Alberta Development Council Bursaries

Students who have been long-term (three year minimum) residents of Alberta, particularly those from the north, may apply for this bursary. The maximum award for a single student is $3,500 each academic year; the maximum award for a married student or student with dependants is $5,600 each academic year.

Recipients of the bursary are selected by a committee and must sign an agreement to work in the northern areas of the province for one year for year of full bursary support. In certain areas of the north, two years of service are required for each year of bursary assistance.

Alberta Women's Bureau "Person's Case" Scholarship

These scholarships are awarded annually, on the basis of academic standing and the applicant's financial situation, to undergraduate students at universities or public colleges who have placed an emphasis on the study of human relationships. The value of each scholarship may be up to $2,000 depending on the demonstrated financial need of the applicant.

Grants for Disabled Persons

The Students Finance Board may issue grants to a maximum of $1,000 each year to high school and post-secondary students who require special assistance due to a physical or mental disability.

Teachers/

Teachers of the Disabled Grants

These grants are to support employed, certified Alberta teachers seeking to upgrade their qualifications in the education of students with hearing impairments, visual impairments or multiple disabilities. Up to $10,000 a year may be made available to full-time students.

Vocational Teacher Development Grants

These grants are available to students who possess a certificate of qualification under the Manpower Development Act and its Regulations, or have vocational training that is acceptable to the Students Finance Board; and are enrolled in a course of studies approved by the Board which leads to Vocational Teacher Certification. Students must be willing to work for or provide service to a school board or educational institution which is under the jurisdiction of the Minister of Education. Students may receive a grant of $2,000 for each full course equivalent to a maximum grant of $20,000. The actual amount of the bursary is determined on the basis of financial need.

Band and Choral Teacher Development Grants

These grants are available to Canadian citizens or permanent residents who are enrolled in programmes of study that lead to certification as band and/or choral teachers. Applicants must have experience in the field of music after high school graduation which would qualify them for at least one year of advanced standing in music by the university. Students must demonstrate that, following the completion of their post-secondary studies, they intend to be employed by a school board or other educational institution approved by the Minister of Education.

Film Industry Training Bursaries

Bursaries for short-term study, longer formal training, as well as on-the-job training are available to practitioners wishing to upgrade their skills in areas related to the film industry in Alberta.

Alexander Rutherford Scholarships for High School Achievement are awarded to those high school students who plan to enrol in a post-secondary programme of at least one semester in length. An award is made for each high school grade in which the student has achieved a minimum average of 80%: $300 for grade 10, $500 for grade 11 and $700 for grade 12.

Alberta Heritage Scholarship Fund

Funded by a $100 million endowment from the Alberta Heritage Savings Trust Fund, these scholarships are designed to recognise the reward Albertans who have demonstrated exceptional achievement in their work, recreational leadership and athletic or academic pursuits. The Fund is comprised of a number of individual scholarships and awards named in memory of outstanding Albertans.

ADDITIONAL/

ADDITIONAL FINANCIAL ASSISTANCE FOR ADULTS

Adult High School Grants

Adult students who are registered at an approved high school or in a high school programme approved by the Students Finance Board may be eligible to receive a loan and/or grant. In order to qualify as an adult high school student, students must be 18 years of age or older and not have been in attendance at school in the preceding year, or married; or must have dependants. An adult student attending courses sponsored under the Alberta Vocational Training Programme or by Canada Employment and Immigration, is not eligible to receive assistance.

Canada Employment and Immigration Training Programmes

The Canada Employment and Immigration Commission provides funding to adult Albertans without marketable skills who wish to take academic upgrading or skill-training programmes that are not more than one year in length.

To qualify for skill-training programmes, applicants must be beyond the school leaving age of 16 years in the Province of Alberta and have been out of the public school system for 12 months or more. To qualify for upgrading courses towards employment, skill-training programmes or apprenticeship programmes, applicants must be 18 years of age and out of the public school system for two years.

Alberta Vocational Training Programme (AVT)

Administered by the Department of Manpower, the Alberta Vocational Training Programme is designed for adults who have minimal job skills or who have not completed sufficient high school study to enter a trade or vocational programme. This programme helps those needing academic upgrading to qualify for appretniceship training, vocational training or other schooling. It also assists people geographically removed from ordinary opportunities for training and employment.

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